

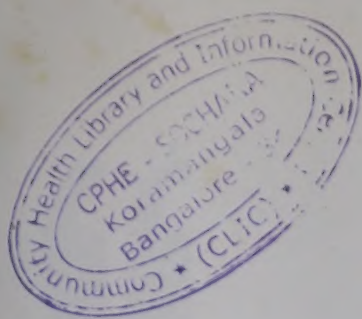
DELHI SOCIAL AUDIT

A Chief Minister's Initiative



**PUBLIC
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Partnership for Better Governance



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A Chief Minister's Initiative



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Partnership for Better Governance

June 2014

Social Audit: How A Chief Minister Used It To Improve Public Services

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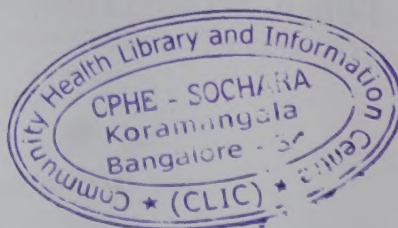
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“

I am pleased that Public Affairs Foundation (PAF) has decided to publish the “second social audit of Delhi’s Public Services” prepared at the request of the Government of Delhi. The first social audit was completed in 2006. My Government initiated a number of reforms and improvements in light of the findings of the first social audit. The second social audit was carried out in 2008 with a view to ascertain where the reforms I introduced made a difference to the quality of public services being delivered by the Government. The benchmarks for this comparative assessment were provided by the first social audit.

I am happy to learn that the feedback from the citizens of Delhi confirms that our services have improved almost across the board as a result of the reforms referred to above. The value of “Social Audits” as a means to assess the state of public services has been clearly demonstrated by the two social audits conducted by PAF. The independent and professional manner in which the exercise has been carried out has added to the credibility of the approach. On my part, I am committed to tackling the problems highlighted by the second social audit. I hope that other political leaders and policy makers will also adopt Social Audits of this kind and improve the quality of public governance in our country.

”

Sheila Dikshit

Chief Minister, Delhi State
7th December 2012

ACKNOWLEDGEMENTS

Delhi Government's former *Chief Secretary* **S Regunathan** was instrumental in proactively initiating the two social audits, with the concurrence and active support of the then *Chief Minister* **Sheila Dikshit**.

A draft of this report comparing the findings and learnings of the two social audits was prepared by **Diya Koshy**. Contributions to the final version were made by members of PAF's current team - *Executive Director* **Ravishankar Rao**, *Senior Manager - Projects* **Dr Lalita Pulavarti**, and *Research Assistant* **Tibin Jose**.

The two social audits in Delhi in 2006 and 2008 were conducted by PAF and led by **Dr Gopakumar Thampi**, *Executive Director* (2003- 2009).

Dr Thampi and **Sripad Sriram**, (former) *Economic Researcher at PAF* prepared the report on the first audit and the draft report of the second audit.

Dr Sita Sekhar, *Executive Director of PAF* (2009-13), completed the report for the second audit with contributions by members of the PAF Team - **TS Prasad**, *Operations Director* (till 2013) and **Lokesh Gujjarappa**, *Research Manager* (now *Manager - Projects*).

This publication and the entire project were made possible with the invaluable guidance of PAF's Founder and Chairman Dr Samuel Paul.

Public Affairs Foundation thanks all of them for their contributions.

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SYNOPSIS

The following is a summary of the main points discussed in the report. It is intended to provide a clear and concise overview of the findings and conclusions for the benefit of the reader.

The report is organized into several sections, each addressing a specific aspect of the study. The first section, titled "Introduction," provides a brief overview of the research objectives and the scope of the investigation.

The second section, "Methodology," describes the research methods used, including the selection of participants, the data collection procedures, and the statistical analysis techniques employed.

The third section, "Results," presents the findings of the study. This section includes a detailed description of the data collected and the results of the statistical analysis. The findings are presented in a clear and concise manner, using tables and figures where appropriate to illustrate the data.

The fourth section, "Discussion," discusses the implications of the findings and compares them with the results of previous studies. This section also addresses the limitations of the study and suggests areas for future research.

The final section, "Conclusion," summarizes the main findings and conclusions of the study. It emphasizes the importance of the research and the potential applications of the findings.

In conclusion, the report provides a comprehensive overview of the study, from the initial objectives to the final conclusions. It is hoped that this synopsis will be helpful to the reader in understanding the key findings and conclusions of the research.

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DELHI SOCIAL AUDIT

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SOCIAL AUDITS FOR CHANGE

For governance reform to be truly effective, the active involvement of ordinary citizens is imperative. Policymakers, development practitioners, scholars and civil society are gradually learning that the “voice of the people” is a necessary input for reformative pro-people policies. Benchmarking studies that capture the experience of ordinary users about essential public services can offer valuable insights to bring about change in governance systems.

In 2006, the Government of Delhi State engaged the Public Affairs Foundation (PAF) to assess public services in India's capital city as a prelude to bring about needed reforms. This first social audit of Delhi, commissioned by the government of Chief Minister Sheila Dikshit, was a first-of-its-kind initiative by an elected official. PAF conducted the independent social audit using the Citizen Report Card (CRC) methodology, a tool that the Public Affairs Centre (PAC) had pioneered. While a CRC by itself does not bring about change, it is like a compass that points various service providers in the right direction using the evidence gathered through the exercise, thereby helping initiate reforms and directing attention to where it is most needed.

The social audit gave voice to the citizens of Delhi, providing them a platform to offer feedback to government and quasi-government agencies on various services. These included Drinking Water, Food and Civil Supplies, Education, Health Care, Mass Transit, Motor Licensing Office, Registration of Documents, and Income and Caste Certificates.

Methodology

The first social audit was conducted in 2006 by interviewing 14,165 randomly sampled end-users of public services in different parts of the National Capital Territory. Each public service analyzed for this report was investigated using a distinct survey questionnaire and end-user sample. Before the survey instruments were designed, researchers from Public Affairs Foundation conducted six focus group discussions in lower and upper income localities in Delhi to identify critical issues that ordinary citizens faced with public service providers. Based on this feedback, questionnaires were designed to capture information about the critical issues identified in the focus group discussions. End-users were surveyed either through household interviews or exit interviews. Citizens were asked about their day-to-day experiences with public service providers in addition to their satisfaction with the provider as a whole and with various parameters of service. End-users could categorize their satisfaction as: "Complete Satisfaction," "Partial Satisfaction," "Neither Satisfied nor Dissatisfied," and "Dissatisfied".

The First Social Audit

This social audit enabled citizens, especially the disadvantaged, to provide systematic feedback on essential services to the government. It also provided a good diagnosis of the critical problems affecting public services. What set PAF's methodology apart was, rather than gauge a subjective sentiment such as general satisfaction, it laid down specific indicators on which citizens were asked to rate their service providers in terms of access, reliability, transparency, and responsiveness. These dimensions pointed to very specific instances and experiences, thereby adding more credence to the findings.

Policymakers were therefore able to leverage the social audit and pinpoint specific areas where delivery was falling short and citizens were dissatisfied.

Audit findings

Following the first social audit, Chief Minister Sheila Dikshit called a meeting with the Principal Secretaries and heads of departments of her Government to discuss the findings of the report. Ms Dikshit asked these officials to comment on the findings and explain why certain failures had occurred. She then set up working groups and held detailed discussions to remedy the problems and failures highlighted. PAF assisted the Chief Minister in this exercise.

The Chief Minister also called a press conference that was given wide coverage in both print and electronic media that publicised the findings for the citizens' benefit.

The social audit's findings on specific services are summarised below. The reforms proposed by the working groups to tackle the problems identified by the audit are listed under each service.

Drinking Water

The Delhi Jal Board, formed in 1998, was charged with supplying drinking water and sewage services to the 14 million people of Delhi. There were major challenges in distributing water equitably between the middle class and slum residents across the city. With most slums lacking mainline pipe connections, the challenge lay in trucking drinking water to residents. Slum dwellers would then collect the water from the tanker or through taps connected to the storage tanks fed by the water trucks. While the Delhi Jal Board claimed that it was supplying 190 litres of piped water a day as specified by the Citizens' Charter, no such guarantee was made for the slum dwellers, leaving the latter to fend for themselves with private water supply companies. The first social audit surveyed 900 randomly sampled slum dwellers across Delhi to rate the services of the Delhi Jal Board.

Overall findings

- **Slum dwellers were uniformly dissatisfied with the services of the Jal Board, stating lack of reliability or regularity of supply.** Only 30 percent of respondents said they were satisfied with the services.
- **Jal Board users wanted the tanker to deliver water once a day.** Slum dwellers said they were highly satisfied when they received water once a day even if that was not enough to meet their daily needs. 47 percent of respondents who received water once in two days were highly dissatisfied.

- **Most found tanker water distribution to be unreliable and disorderly.** In addition to complaints about water tankers that were never full, respondents were unhappy that they never arrived on schedule. Local strongmen also controlled water distribution.
- **Slum dwellers were willing to overlook poor service if they received water regularly.** However, this was rarely the case.
- **Respondents managed to find water they need for the day either from the Jal Board or private tankers.** While adequacy was not an issue, most respondents said they preferred water from the Jal Board.
- **Water was inequitably distributed across urban zones.** While North and East Delhi received tanker water once a day, South, Central, and West Delhi suffered infrequent supply and poor service.
- **Incidence of outright corruption was low.** 7 percent of Jal Board users reported facing corruption while fetching water.

Reforms suggested by Government

- Refocus water distribution towards universal access
- Identify slums with infrequent water delivery and redeploy water tankers to those areas
- Institute-fixed quotas to ensure equitable water distribution
- Rigorously monitor water tankers, using GPS systems and computer databases to ensure reliable delivery

Figure 1: Overall satisfaction and indicators of reliability of water tanker distribution

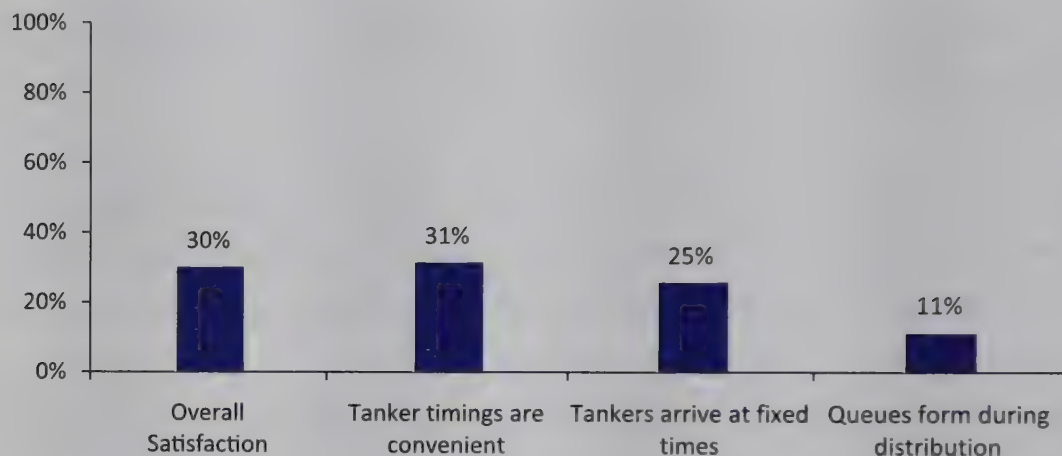
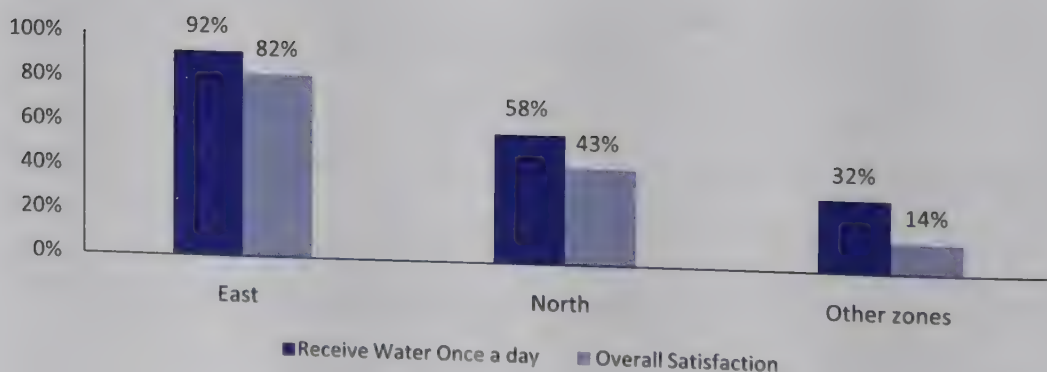


Figure 2: Proportion of users who receive public tanker water at least once a day and overall user satisfaction by geographic region



Food and Civil Supplies

In order to meet their daily requirements of foodstuff and fuel, Delhi's poor are dependent on the subsidised rations from the Public Distribution System (PDS). Unfortunately, the PDS has failed to meet its obligation to provide affordable access to food and fuel. The Public Distribution System falls under the aegis of the Food and Civil Supplies department.

Overall findings

- **A slim majority of respondents said they were satisfied with the PDS.** Less than 16 percent of respondents said they were completely satisfied, with the rest saying that their local ration shops failed to fulfill their allotted rations.
- **Most PDS customers were not able to purchase their allotted quota of food and fuel from ration shops.** 64 percent of those who purchased foodstuff and 51 percent of those who purchased fuel were unable to obtain their allotted quota from PDS shops.
- **Nearly half of those surveyed faced a problem with the PDS.** Almost 50 percent of respondents said they had trouble getting adequate rations from PDS shops.

- **Below Poverty Line (BPL) ration card holders said they were more satisfied than Above Poverty Line (APL) card holders.** While nearly 58 percent of BPL card holders were satisfied with the overall performance of the PDS, only 28 percent of APL card holders shared that sentiment.
- **There was wide regional disparity with some elements of service provided by PDS shops.** At the low end, 27 percent of respondents were unhappy with quality of foodstuff available through PDS, compared to 55 percent from North East Delhi at the higher end.
- **Most respondents did not know the documentation necessary to apply for a ration card.** Only 36 percent of respondents, who reported that they applied for a new card, knew what documentation was necessary.
- **Most did not have to pay shopkeepers or officials speed money to receive rations or new cards.** However, few knew that a Citizens' Charter that outlined their rights existed.

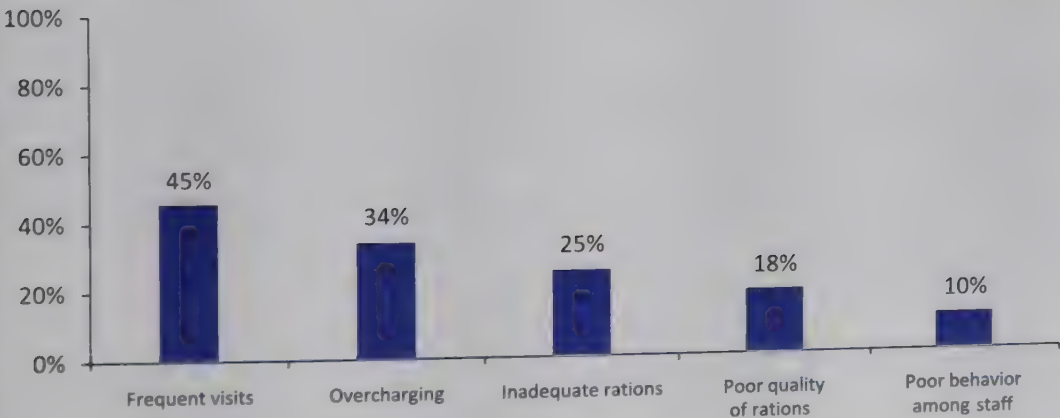
Reforms suggested by Government

- Utilize automated systems to dispense kerosene to mitigate ration weighing disputes
- Set up a special task force to inspect rations shops while also increasing the frequency of spot-checks by officials from the Weights & Measurements Department
- Open toll-free help lines in addition to placing complaint boxes in shops and circle offices
- Engage local NGOs or concerned citizens to monitor ration shop performance
- Enhance awareness of Citizens' Charters and user rights through advertisements

Figure 3: Satisfaction and quality of service among PDS users who purchase food grains and fuel



Figure 4: Overall satisfaction among users who faced certain types of problems



Education

The government of the National Capital Territory (NCT) and Municipal Corporation of Delhi (MCD) are tasked with providing free education to millions of children with schooling ranging from pre-primary to the secondary level. The State Government usually provides secondary education while primary education is the responsibility of the MCD. The State Government also provides comprehensive education under the Sarvodya Vidyalaya scheme. The medium of instruction is English, Hindi, Urdu, and other regional languages. Nearly 900 randomly sampled households were surveyed as part of the audit.

Overall findings

- **A significant majority of parents were happy with their children's school's performance.** While 90 percent surveyed said they were partially happy with the school's overall performance, only 40 percent were completely satisfied with concerns over poor teaching and facilities.
- **There was satisfaction with basic facilities such as desks, toilets, and drinking water.** 90 percent of respondents said they were satisfied with basic facilities and an overwhelming 98 percent said that the facilities were in a good condition.

- **Teaching in English-medium schools was considered better than Hindi or Urdu schools.** Nearly 60 percent of respondents whose children attended English medium schools were happy with the quality of teaching while only 34 percent of those whose children attended Hindi and Urdu medium schools were happy.
- **Parents involved in the Parent-Teacher Association (PTA) were more satisfied than those who were not aware of a PTA.** Nearly 89 percent of parents who were involved in the PTA were happy with the school, compared with 69 percent who did not know a PTA existed at their children's schools.
- **One in ten parents faced a problem at their children's school.** Nearly 68 percent of parents who faced a problem visited their children's school to complain about a teacher who misbehaves or poor education. Few had their problems successfully resolved.

Reforms suggested by Government

- Overhaul the selection process to ensure that teachers are qualified and committed
- Implement mandatory monthly exams to help benchmark teaching quality
- Impart teaching through Cable TV slots to standardize teaching quality across schools
- Improve access to basic facilities such as toilets by using mobile or temporary structures
- Empower local NGOs and community groups by setting up Vidhyarthi Kalyan Samitis

Figure 5: Satisfaction and provision of various facilities

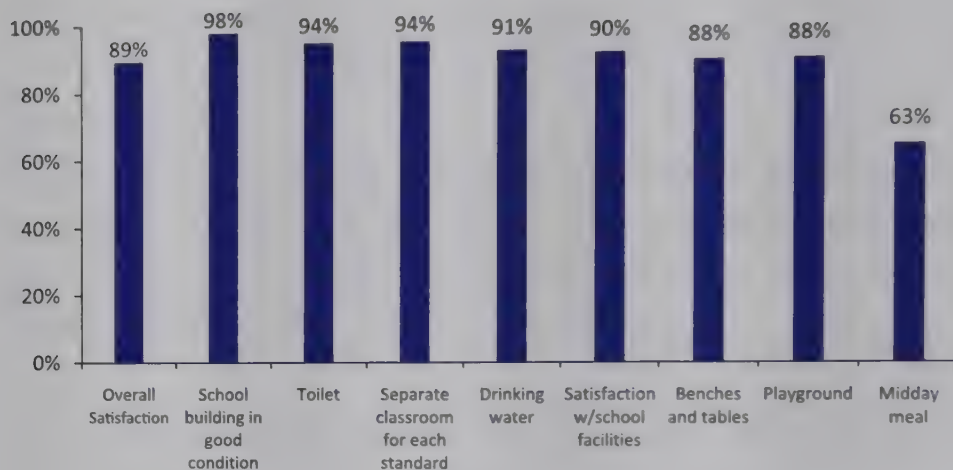
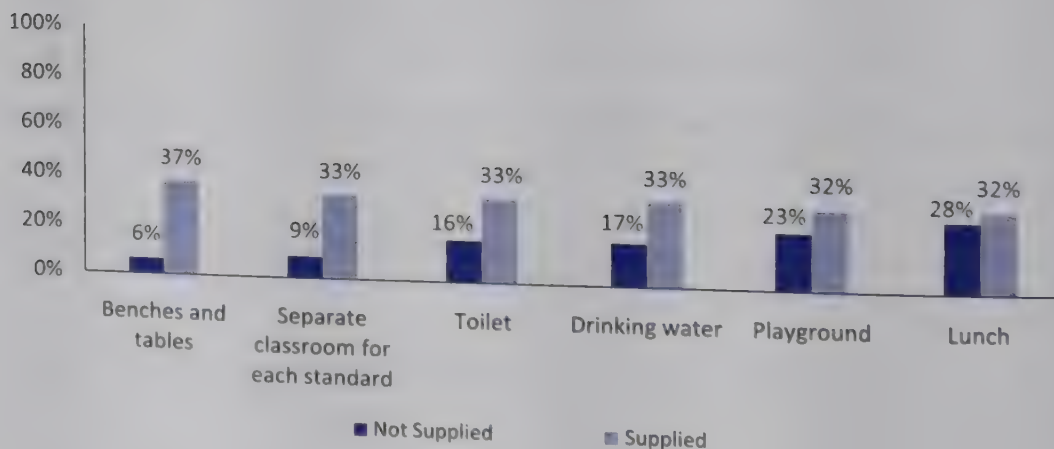


Figure 6: Satisfaction with state government primary schools when various services or facilities are supplied vs not supplied



Healthcare

The healthcare system in Delhi revolves around hospitals run by the MCD and the State Government. Anchored by six major hospitals around the Delhi Metro area, the system includes dispensaries, clinics and maternity homes. 1,200 randomly sampled patients were surveyed to determine the quality of care patients were receiving.

Overall findings

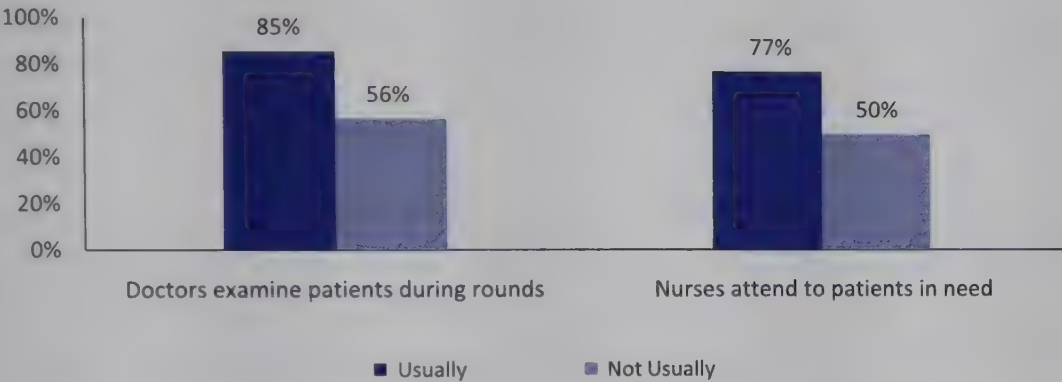
- **Most of the respondents who were admitted as inpatients were not completely satisfied with the levels of care provided.** While 75 percent of those surveyed were at least partially satisfied with the level of care provided, only 31 percent were completely satisfied.
- **One in five patients admitted as inpatients encountered major problems during their stay.** Only 43 percent of patients facing problems knew whom to contact to file complaints while less than 10 percent had their problems satisfactorily resolved.
- **Inpatients admitted to wards found care provided at MCD and government hospitals substandard.** Complaints ranged from sheets not being changed regularly to unhelpful staff and atrocious food.
- **Patients admitted to MCD hospitals were highly dissatisfied with the levels of cleanliness while State Government hospitals were perceived as being clean.** 49 percent of patients at MCD hospital were unhappy with the cleanliness of the hospital compared with 33 percent in State Government hospitals.

- **More patients admitted to State Government hospitals had to share a bed with another patient than those admitted to MCD hospitals.** Nearly 50 percent of patients admitted to State Government hospitals had to share a bed with another patient.
- **Prescribed medication was rarely distributed to inpatients.** Nearly 78 percent of patients admitted to the inpatient ward had to procure their medication privately.
- **MCD hospitals were perceived as more corrupt.** Nearly 24 percent of women admitted to the hospital to deliver a child had to pay a bribe.
- **Outpatients were highly satisfied with the quality of treatment.** Nearly 90 percent of those visiting MCD hospitals and 89 percent of those visiting State Government hospitals were happy with the treatment they received.

Reforms suggested by Government

- Open specialized maternity and pediatric hospitals
- Provide ICU wards at all hospitals
- Upgrade existing hospitals and explore options to expand infrastructure
- Exploit underutilized space within existing facilities to expand number of beds and waiting rooms
- Strengthen sanitation workforce to improve cleanliness
- Demand mandatory grievance redress officials in every hospital
- Enlist community volunteers to monitor progress and give feedback

Figure 7: Satisfaction with doctors and nurses among inpatients by frequency of examination



Mass Transit

Since its inception in the 1950s, the Delhi Transport Corporation (DTC) has been providing public bus services to the National Capital Territory. Nearly 1,200 randomly sampled commuters were surveyed to gather feedback on the performance of the DTC.

Overall findings

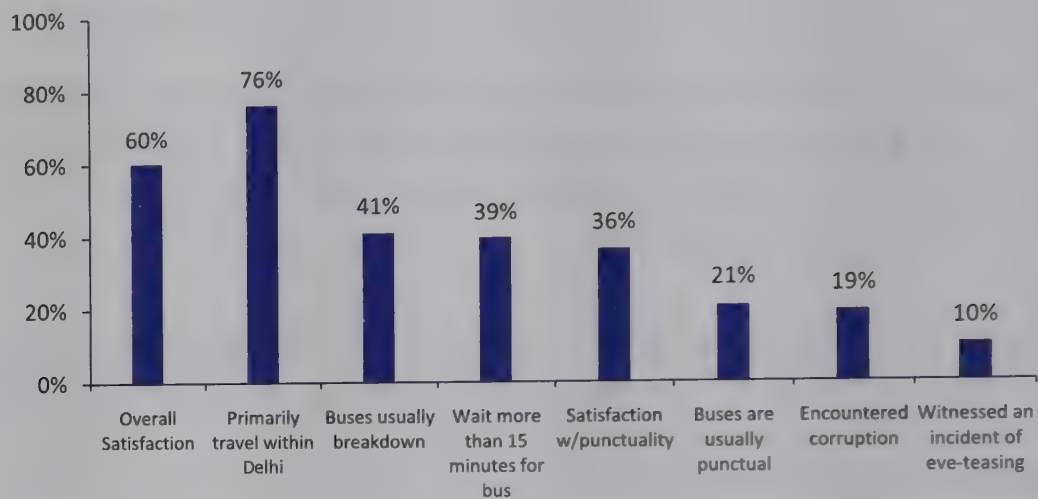
- **More than half the people surveyed were not completely satisfied with the DTC's performance.** Although nearly 60 percent of those surveyed reported some satisfaction with the DTC, only 29 percent were completely satisfied.
- **Lack of punctuality. Only one in five people said that the buses arrived as scheduled.** The general feeling of tardiness was felt across the board, regardless of age, income, gender and reason for travel.
- **Buses often broke down, leaving passengers stranded.** Nearly 44 percent of people who commuted more than four times a week complained of frequent breakdowns where stranded passengers had to fend for themselves.
- **Inter-state commuters reported higher levels of satisfaction.** While over 81 percent of those who use inter-state DTC services were satisfied with the overall performance of the DTC, only 53 percent of those who commute within the city shared that sentiment. The latter cited frequent breakdowns and lack of punctuality as the major reason for their dissatisfaction.

- **One in ten respondents has witnessed an incident of eve-teasing.** While nearly 42 percent of female respondents said they had witnessed incidents of eve-teasing, 93 percent said they felt that the DTC was safe for women. This did not include those women who had witnessed incidents of harassment.
- **Conductors and drivers were considered courteous.** About 64 percent and 65 percent of passengers felt that the conductors and drivers, respectively, were courteous. However, a greater portion of children felt that staff was more courteous to adults than to them.
- **Most of the respondents said bus fares were reasonable.** 88 percent of respondents said that bus fares were reasonable and 30 percent used a bus pass. However, the proportion of those who felt that bus fares were unreasonable was greater among frequent travelers.
- **Nearly 24 percent said that they had faced some problem.** Most respondents complained of lack of punctuality and breakdowns, which led to service interruptions.

Reforms suggested by Government

- Increase the fleet so that all busy routes are well covered, thus improving punctuality and decreasing waiting time
- Institute comprehensive vehicle inspections and preventive maintenance regimes to decrease the number of bus breakdowns
- Incentivize quality service by employing per depot revenue quotas.
- Focus on the training of drivers and conductors towards customer-centric outcomes
- Employ citizen action groups such as commuter committees to monitor DTC performance in addition to deploying well-advertised helplines

Figure 8: Satisfaction with travel on DTC buses



Motor Licensing Office

Millions of residents in the NCT depend on the Motor Licensing Office (MLO) to get vehicle licenses. Although most said that they were happy with the speed and the efficiency of the department's functioning, many said they still relied on middlemen which led to higher incidents of corruption. Another issue reported was that service in branches across the city was not uniform.

Overall findings

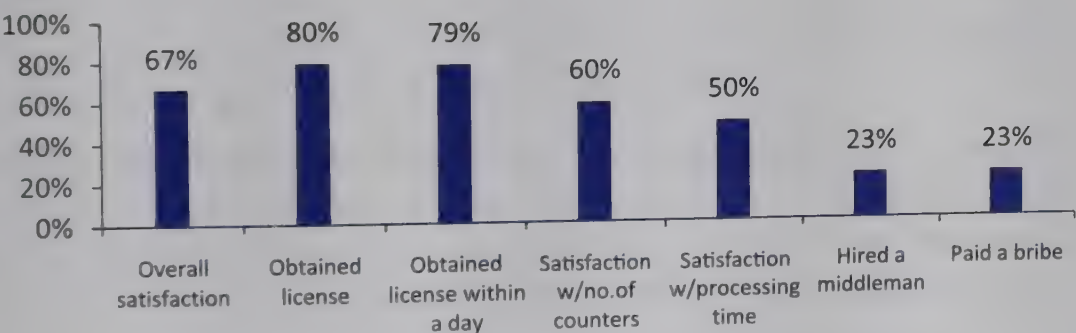
- **Most were satisfied with the MLO. Nearly 73 percent of those surveyed are satisfied with the overall performance of the MLO.** However, only 38 percent said they were completely satisfied. The presence of middlemen was the main reason for dissatisfaction.
- **Ironically, middlemen were not able to procure the documents any faster than the regular channel.** Almost 13 percent of those surveyed hire middlemen to submit applications thinking that they would get the documents back sooner. However, an equal proportion submitted the documents themselves and got them processed and returned in a day.
- **Nearly a fourth paid bribes while applying for a permanent driver's license.** Nearly 24 percent of those who were applying for permanent licenses had to pay a bribe, 9 percent had to pay a bribe for their learner's licenses. Interestingly, only 2 percent of those who used official channels paid a bribe, while the rest paid the bribe to middlemen.

- **Applicants were able to obtain learners' and drivers' licenses within a day of applying.** Almost 59 percent of applicants were able to obtain a license within three hours of applying, while 79 percent were able to get their licenses within a day.
- **Service delivery was not consistent across MLO Zones in the city.** Satisfaction with service delivery across various zones in the city was varied with 90 percent satisfied with service in one area while in another part only 57 percent were satisfied. The main reason for this disparity and dissatisfaction was the presence of middlemen.
- **Most of those who submitted an application themselves were aware of what documents are required for a complete application.** Nearly 83 percent of those who did not use middlemen were aware of documents necessary for their application. Nearly 76 percent of those who applied for permits themselves were happy with the information that the MLO provided, while only 39 percent of those who used middlemen were happy with the information that they got.
- **A majority of respondents were happy with the number of counters available at their MLO Zones.** Those who responded also said that officials were helpful.
- **16 percent of those surveyed faced a problem.** Respondents complained about malfunctioning systems or officials asking for additional documents, and cited these as the main reasons for delays.

Reforms suggested by Government

- Open additional branches in underserved areas based on the operating models in the zonal offices
- Institute centralized performance monitoring in individual zones to ensure compliance with quality standards
- Conduct surprise inspections of zones and offices
- Organize training for officials at all levels

Figure 9: Satisfaction with services by MLO Zone office



Registration of Documents

Obtaining vital personal documents can be an arduous task for citizens of the NCT, who complained about harassment by touts, poorly trained staff and lack of basic information. The Sub-Registrar's Office (SRO) has various zones across the city where levels of service varied greatly. However, those who approached the office directly reported that staff was generally friendly and efficient.

Overall findings

- **Only one in two respondents was satisfied with the registration services provided by the SRO.** While only 18 percent of respondents were completely satisfied, 33 percent were partially satisfied. Most of those who were dissatisfied cited the lengthy application process and unfriendly staff.
- **Access to SRO offices was difficult – 44 percent of respondents said they travelled more than 10 km to reach the office.** Offices in South West and New Delhi were quite inconvenient for most visitors. Two in three respondents said they had to use a middleman to register a document.
- **Nearly 66 percent of respondents had to pay a bribe to have their documents registered.** Most of these bribes are paid through a middleman, and in many instances the officials. Interestingly, most were willing to pay the bribe amount as a legal fee at a helpdesk.

- **A little over 53 percent of respondents required only one day to complete their application process.** Incomplete or improper documentation was cited as the main reason for multiple visits to the SRO. More than half got their documents within two days.
- **One in five people attempting to register documents encountered a problem at the SRO.** However, only 27 percent of these contacted an official with their grievance. Lack of information on the grievance redress process was widespread – only 31 percent of respondents were aware of whom to contact, and only 20 percent had their problems resolved.
- **Wide variations in quality of service were reported across Delhi.** While 92 percent of applicants in South Delhi used a middleman, only 16 per cent in New Delhi District used one. Similarly, 91 percent in South Delhi paid a bribe compared with 19 per cent in New Delhi District.

Reforms suggested by Government

- Establish new SROs – at least one in each sub division to be followed by one in each taluk
- Extend digitization and scanning of documents at all SROs
- Issue licenses to all deed writers and empanel fixed representatives for each SRO
- Continuous audio playback of essential information in all the SROs
- Publicize terms, provisions, and model formats on websites for all normal transactions

Income and Caste Certificates

Income and Caste Certificates are essential for the disadvantaged to obtain essential services. Most of the respondents surveyed found the Sub-Divisional Magistrate's (SDM) office, responsible for issuing these certificates to be quick and efficient. However, some of the respondents said they would like quicker turnaround times with their documents.

- **Most respondents were satisfied with the overall services provided by the SDM's office and the issue of Income and Caste Certificates.** While a little over 27 percent of respondents were completely satisfied, 38 percent said they were partially satisfied.
- **Middlemen were rarely used at the SDM offices.** More than half the respondents were aware of application procedures and said the forms were readily available at the counters and were easy to fill up.
- **Only 40 percent of respondents said they got the certificates within the stipulated 21 days.** However, there were wide variations across the counters in the NCT. Certificates were mostly error free.
- **Bribes are rarely paid to officers at the SDM office.** However, this was not uniformly the case across offices in the NCT.

- **One in three applicants faced some problem at the SDM office.** However, only 5 percent contacted an official about the problem that they were facing. This was mainly because very few people knew whom to contact. 61 percent of those who contacted officials had their problems solved.
- **A major finding from this survey was the high variance in service delivery across SDM offices in the NCT.** While most applicants visiting the SDM office got their certificates in the stipulated 21 days, the comparative proportion in the North East zone was 17 percent.

Reforms suggested by Government

- Systems studies to re-engineer the processes at the SDMs
- Audio/video information systems to be provided at SDM offices
- Staff handling the issue of certificates to be trained to be courteous to applicants

Second Social Audit

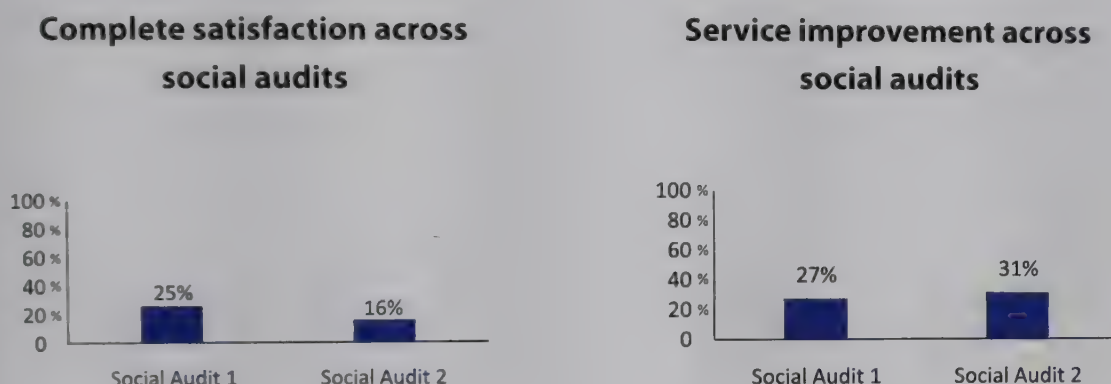
In 2008 following the first social audit, the Chief Minister proposed that PAF carry out a repeat exercise of the social audit for the same set of services covered in the first survey. Her interest was in finding out the impact of the reforms implemented by her government. Results from the previous survey served as a benchmark against which results from the second social audit were evaluated. It was felt that if the concerned agencies had made any effort towards addressing the findings of the first social audit, the second audit would reveal whether citizens were satisfied with the reforms and a comparison could be made between the pre- and post-reform findings.

This second social audit would also help measure the impact of the reforms initiated in response to the findings from the first social audit.

The second social audit was based on user feedback generated through a scientific random survey of users and households. A total of 17,765 users gave focused feedback on eight public services.

Drinking Water: Declined

Figure 10: Complete satisfaction and service improvement across social audits



Observations

- **Accessibility to water improved.** Compared to 78 percent of users who were able to access drinking water with tankers coming to within 300 meters of their residence in the first social audit, 82 percent reported easier accessibility in the second audit, a marginal improvement.
- **Reliability of water tanker decreased.** Compared to 25 percent users who reported regular arrival of the tanker at a fixed place in the first social audit, only 18 percent reported so in the second. Similarly, convenience of timing for water supply also reduced to 17 percent from 31 percent.
- **More instances of corruption.** Almost 16 percent in the second audit paid bribes to get water from tankers compared with 8 percent in the first. Resolution of issues also reduced by almost 10 percent across audits.
- **Fewer people reported overall satisfaction.** The number of users reporting complete satisfaction reduced to 16 percent in the second audit from 25 percent in the first.

Education: Improved

Figure 11: Complete satisfaction and service improvement across social audits

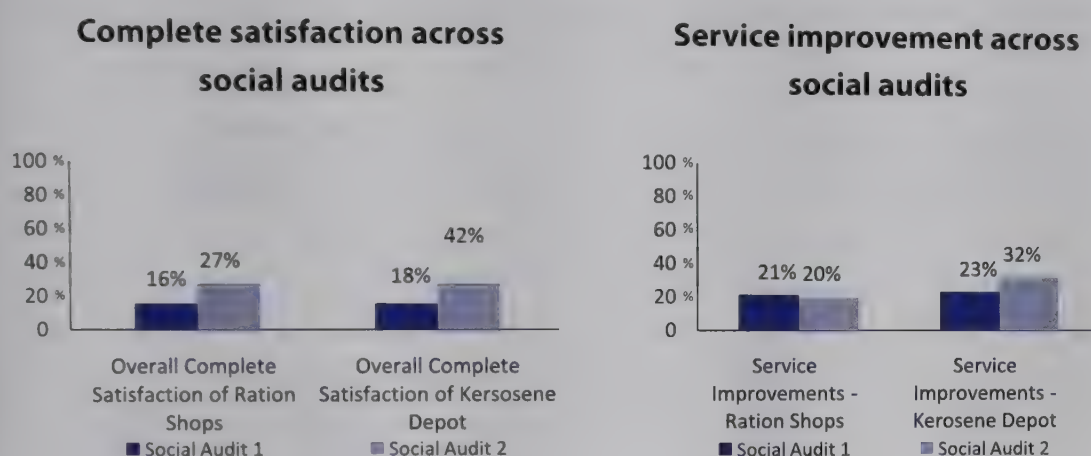


Observations

- **Access to education unchanged.** Access to schools remained the same across the two social audits. However, fewer users reported the availability of a school within 1km of their residence, and less people were attending the school nearest to their home in the second social audit as compared to the first.
- **Parents happier with quality of teaching.** Quality of teaching was also shown to have improved significantly during the second social audit with 90 percent of respondents responding positively compared with 78 percent in the first social audit.
- **Significant improvement in satisfaction levels.** Overall complete satisfaction was registered at 58 percent in the second audit compared with 40 percent in the first. However, only half the users in the second social audit (50 percent) reported improvement in service delivery, compared to 63 percent in the first audit.

Food and Civil Supplies: Improved

Figure 12: Complete satisfaction and service improvement across social audits



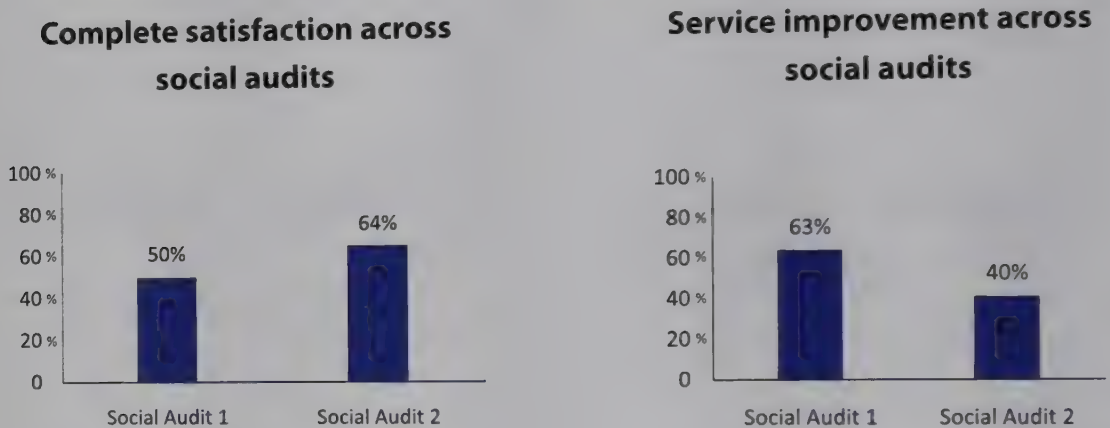
Observations

- **More people were getting their complete rations.** Compared to 49 percent users in the first social audit, more users in the second audit (68 percent) reported receiving entitled quantity of ration.
- **Significant improvement in proper weighing of rations.** Compared to 50 percent users reporting improper weighing of the ration items in the first audit, only 21 percent reported so in the second audit. Percentage of users reporting improper measurement of kerosene also came down to 67 percent from 82 percent in the first social audit.
- **Overall satisfaction improved.** Compared to 16 percent and 18 percent users completely satisfied with the services provided by ration shops and kerosene depots in the first social audit, 27 percent and 42 percent respectively, reported so in the second audit.

Healthcare: Improved

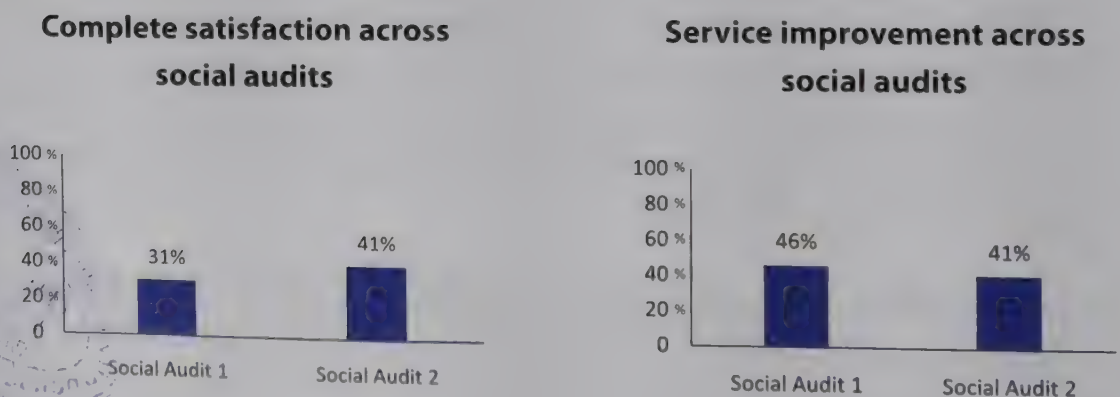
Outpatient Services

Figure 13: Complete satisfaction and service improvement across social audits



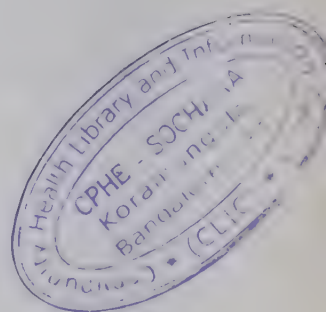
Inpatient Services

Figure 14: Complete satisfaction and service improvement across social audits



Observations

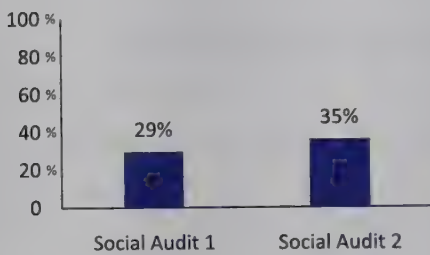
- **Significant improvement in outpatient services.** Compared to only 58 percent patients who reported receiving prescribed medicines in the first social audit, 80 percent reported so in the second social audit. Similarly, compared to 67 percent users in the first audit who reported medicines being given free, 91 percent reported so in the second audit. Incidents of corruption also marginally reduced.
- **Inpatient services also showed significant improvement.** Compared to 68 percent users in the first social audit only 6 percent in the second audit reported paying for medicines. Compared to only 58 percent patients who were allotted a bed after admission, nearly 90 percent were allotted a bed in the second social audit. Problem resolution was higher in the second audit at 45 percent compared to the 9 percent in the first.
- **Overall satisfaction improved.** Complete satisfaction for outpatient services provided increased to 64 percent in the second social audit compared with 50 percent in the first social audit. Similarly, 31 percent of patients in the first social audit reported complete satisfaction with inpatient services, compared with 41 percent in the second social audit.



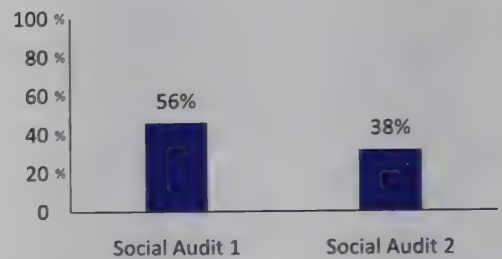
Mass Transit: Improved

Figure 15: Complete satisfaction and service improvement across social audits

Complete satisfaction across social audits



Service improvement across social audits

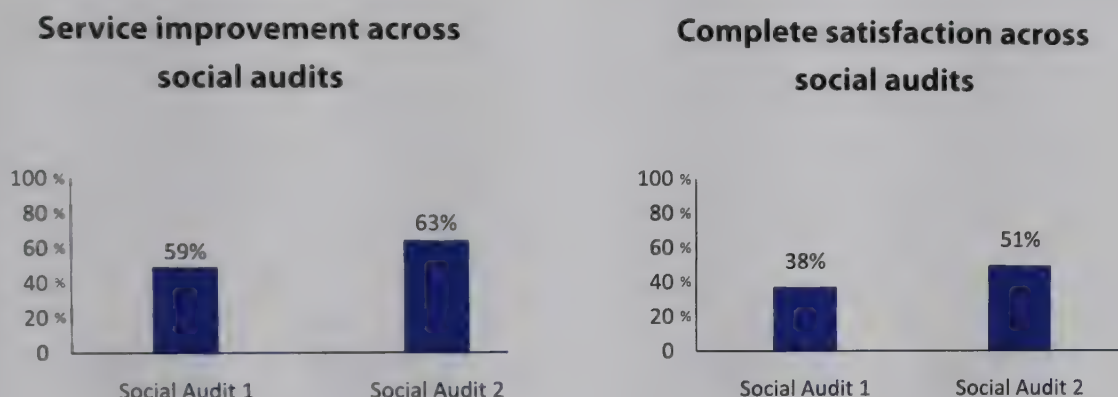


Observations

- **Waiting time reduced.** Compared with 61 percent of passengers who said they had to wait less than 15 minutes at the boarding point for outward travel in the first social audit, 69 percent said they had to wait less than 15 minutes in the second social audit. Moreover, there was a marginal improvement in punctuality for intra-state buses in the second social audit.
- **Improvement in buses stopping at designated stops.** Nearly 46 percent users in the first social audit reported that buses usually stop at the designated places, whereas 55 percent reported so in the second social audit.
- **Increase in interstate fleet.** In the second social audit, users reported that there was an increase in DTC buses plying inter-state to 26 percent from 9 percent in the first social audit.
- **Overall satisfaction improved.** Compared to 29 percent users who reported complete satisfaction with the DTC bus service in the first social audit, 35 percent reported so in the second social audit.

Motor Licensing Office: Improved

Figure 16: Complete satisfaction and service improvement across social audits

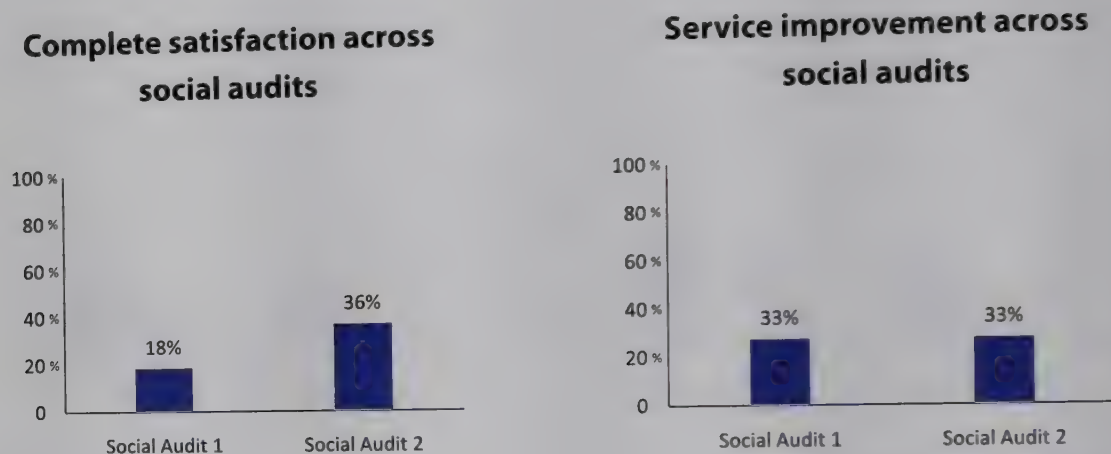


Observations

- **Improved access.** Compared to 37 percent users reporting access to an MLO office within 5 km from their residence in the first social audit, in the second social audit it increased to 46 percent.
- **Marginal reduction in influence of middlemen.** Use of middlemen services reduced from 13 percent in the first social audit to 10 percent in the second social audit. Middlemen services were primarily sought to obtain permanent driving licenses.
- **Less corruption.** Compared with 13 percent paying bribes/extra money at the MLO in the first social audit, corruption declined to 2 percent in the second social audit. Demands for a bribe decreased from 83 percent in the first social audit to 74 percent in the second social audit.
- **Overall satisfaction improved.** While 51 percent of respondents in the second social audit reported complete satisfaction with the service 38 percent users said they were completely satisfied in the first social audit.

Registration of Documents: Improved

Figure 17: Complete satisfaction and service improvement across social audits



Observations

- **Significant increase in people filing their own documents.** Compared to 24 percent of the users who reported filling the application form on their own in the first audit, 85 percent reported so in the second social audit. However, the number of users paying multiple visits for registration increased in the second social audit to 56 percent from 47 percent in the first social audit.
- **Less corruption among officials.** Although the number of users who reported paying a bribe reduced to 28 percent from 65 percent, the percentage of users who paid a bribe through middlemen increased slightly to 98 percent from 97 percent across social audits.
- **Fewer people faced problems at the SDM office.** There was a significant reduction from 20 percent to 7 percent in the number of users who faced problems across social audits.
- **Increase in complete satisfaction.** Complete satisfaction across social audits increased to 36 percent in the second social audit from 18 percent in the first social audit.

Income and Caste Certificates: Improved

Figure 18: Complete satisfaction and service improvement across social audits



Observations

- **Involvement of middlemen.** In the North Zonal office, compared to almost 25 percent of users who reported use of middlemen in the first social audit, there was a marginal reduction to 22 percent in the second social audit.
- **Improved turnaround times.** Compared to 40 percent of the users in the first social audit, 48 percent of users in the second social audit reported receiving certificates within the stipulated 21 days.
- **Corruption increased.** Compared to 7 percent users in the first social audit reported paying extra money to get their work done, the percentage increased to more than double to 16 percent in the second social audit.
- **Complete satisfaction increased.** Compared with 27 percent in the first social audit, nearly 31 percent said they were completely satisfied with the SDM office in the second social audit.

Conclusion

The first social audit of public services in Delhi served as a benchmark to assess the quality of public services in the NCT. Following reform measures to address the lacunae pointed out in the first social audit, it made sense to plan and execute the second social audit to assess the improvement in service delivery in terms of user satisfaction across various indicators of satisfaction that resulted from the reforms. The findings across the social audits showed:

- ↑ A rise in satisfaction across services
- ↓ Gaps in service delivery for the poor despite overall service delivery improvements
- ↑ Commendable targeting but persistent spatial inequities
- ↑ Visible impact of reforms
- ↑ Decline in corruption
- ↑ Problem resolution improvement
- ↑ Increased public awareness of Citizen Charters

The two social audits of Delhi's public services clearly bring out the usefulness of this tool as an aid to accountability and for benchmarking public services. Top policymakers will be able to access information to assess how well a government is functioning with the aid of this tool. Benchmarking also helps to compare the progress being made over time by different departments and service providers of the government. Social audits are a cost-effective and speedy way to generate the evidence required by governments to make mid-course corrections in service delivery.

Appendix

Citizen Report Card (CRC) Methodology

The Delhi social audits were based on the Citizen Report Card methodology. The concept of CRCs was pioneered by the Public Affairs Centre (PAC) Bangalore, India, nearly two decades ago and has since received national and international attention. Anchoring on the concept of user feedback, Citizen Report Cards provide a simple and widely replicable tool for improving transparency and public accountability.

When citizens' voice provides an objective assessment of both qualitative and quantitative aspects of different public services, based on first-hand interactions with the agencies providing these services, it is possible to benchmark performance and assess improvements over time. Citizen Report Cards can be used to stimulate involvement, participation and collective action by citizens, and provide leaders of organizations with an opportunity to design reforms and bring in a strategic reorientation. Experiences with report cards, both national and international, have amply demonstrated its potential for demanding public accountability and providing a credible database to facilitate proactive civil society responses.

In specific terms, a Citizen Report Card helps to:

- Establish credible service benchmarks to monitor progress over time.
- Generate citizen feedback on the degree of satisfaction with the services.
- Enable citizens to participate effectively in demanding accountability, accessibility and responsiveness from the service providers.

- Serve as a diagnostic tool for service providers, external consultants and analysts/ researchers to facilitate effective process re-engineering and reforms.
- Encourage public agencies to adopt and promote citizen friendly practices, design performance standards and inculcate operational transparency.

A typical Citizen Report Card study involves the following stages:

- Discussions with service providers and Focus Group Discussions with users
- Designing survey instruments
- Identifying the scientific sample for the survey
- Preparing field survey quality control manuals
- Orientation & training workshops for the survey team
- Survey by trained professionals
- Collection of qualitative data (independent observations, case studies, etc.) to augment survey data
- Coding, analysis and interpretation of findings
- Preparation of reports
- Strategizing reforms & partnerships for service improvements

The social audits were conducted by interviewing end-users of public service providers in different geographical locations of the National Capital Territory. Each public service analyzed for the audits was investigated using a distinct survey questionnaire and end-user sample.

Voices of our Clients

“

The outputs (CRCs) of your work have made a remarkable contribution in the design of TASAF III as a follow up Phase which is due to commence in July 2012. Apart from giving the sectors an input to reforms of policies and strategies in service delivery, the design of TASAF III used the same to shape how TASAF supported interventions will look like to enable beneficiaries' uptake the required services and have accountability mechanisms inbuilt in the process.

”

Ladislaus J Mwamanga

Executive Director, Tanzania Social Action Fund, United Republic of Tanzania

May 04, 2012

“

The value of “Social Audits” as a means to assess the state of public services has been clearly demonstrated by the two Social Audits conducted by PAF. The independent and professional manner in which the exercise has been carried out has added to the credibility of the approach. On my part, I am committed to tackling the problems highlighted by the second social audit. I hope that other political leaders and policy makers will also adopt Social Audits of this kind and improve the quality of public governance in our country.

”

Sheila Dikshit

Chief Minister - Delhi State

7th December 2010

PUBLIC AFFAIRS FOUNDATION [PAF] - A SNAPSHOT

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Mission - Partnership For Better Governance

The Public Affairs Foundation - a knowledge-based service organisation - is committed to improving the quality of governance by providing advisory support and customised knowledge products to a wide range of clients in the public arena. PAF's strengths lie in its rich experience and ability to conceptualise, plan, and design fact-finding projects; collect, analyse, interpret and disseminate authentic and comprehensive user feedback; and monitor processes and evaluate interventions.

Social Accountability

Since it was established in 2003, PAF has completed numerous social research projects in India and overseas using social accountability tools such as Citizen Report Cards (CRCs) and Community Score Cards (CSCs). With sound and well tested methods, and emphasis on quality, PAF has been able to deliver reliable assessments, inputs and insights into service delivery reforms based on citizen feedback while establishing the Foundation's credibility in the development sector. PAF has been constructively collaborating and partnering with Municipal Corporations, State and Central Governments in India, International Donors and Civil Society Organisations to "close the loop" by hearing the voices of citizens and then helping these organisations to listen and act upon the feedback they receive.

Structure and Management

Dr Samuel Paul [Founder of Public Affairs Centre (PAC) Bangalore, a non-profit think tank, known internationally for its work on governance and public accountability] is the Founder and Chairman of Public Affairs Foundation. He was formerly the Director of the Indian Institute of Management Ahmedabad and Advisor to the World Bank, UNDP, ILO, and other international organisations. He has served on the Boards of State Bank of India and Industrial Finance Corporation of India.

PAF's policies and programmes are guided by an eminent Board of Directors consisting of well-known professionals with a wide range of expertise and domestic/international experience in operational and advisory work.

PAF is registered as a Section 25 Non-Profit Company under the Indian Companies Act. The Foundation's services are delivered by teams of highly skilled consultants and experts with considerable national and international experience. It is headed by Executive Director Ravishankar Rao, a senior management executive with extensive experience in leading commercial organisations in India and overseas and association with the non-profit sector more recently.

Sectoral Areas of Work

- Social Accountability Tools
- Monitoring and Evaluation; Impact Assessment
- Social & Physical Infrastructure, Poverty Alleviation, Pro-poor Services, Millennium Development Goals, Power, Water, Sanitation, Transportation, Roads, Food Security & Public Distribution, Nutrition, Health, Immigration, Education, Social Security, Cash Transfers

Expertise

- Service Delivery Assessment, Impact Assessment, and Evaluation of schemes and programmes using Social Accountability Tools
- Demand Assessment for Public Services
- Workshops to train and build capacities within client organisations to help develop internal capabilities for better governance and delivery of services

International Projects

- Africa: Kenya, Zanzibar & Mainland Tanzania, Ethiopia, Uganda, Senegal
- Asia Pacific: Philippines, Vietnam, Laos, Pakistan, Bhutan
- Eurasia: Ukraine, Kyrgyzstan, Tajikistan

Projects in India - States & Union Territories

- | | | | |
|-------------|------------------------|------------------|---------|
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| • Nagaland | • Punjab | • West Bengal | |
| • Sikkim | • Dadra & Nagar Haveli | • Madhya Pradesh | |

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| • TIRI | • TEPAV | • Open Society Institute | |
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